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Message Text

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ACTION OPR-02

INFO OCT-01 EUR-12 ISO-00 SS-15 PER-01 PM-05 CIAE-00
INR-10 NSAE-00 DODE-00 FS-01 /047 W
----------051717 021625Z /64
R 021245Z JUN 78
FM AMCONSUL STUTTGART
TO SECSTATE WASHDC 4374
INFO AMEMBASSY ANKARA
AMEMBASSY ATHENS
AMEMBASSY BONN
AMEMBASSY BRUSSELS
AMEMBASSY DUBLIN
AMEMBASSY THE HAGUE
AMEMBASSY LISBON
AMEMBASSY LONDON
AMEMBASSY LUXEMBOURG
AMEMBASSY MADRID
AMEMBASSY PARIS
AMEMBASSY ROME
USCINCEUR VAIHINGEN GE
CINCUSNAVEUR LONDON
CINCUSAFE RAMSTEIN
CINCUSAREUR HEIDELBERG GE

C O N F I D E N T I A L SECTION 1 OF 2 STUTTGART 1079

E.O. 11652: GDS
TAGS: AEMR PEFR PORS XF XG XH XI

SUBJECT: E&E PLANNING: SAFEHAVENS

1. SUMMARY: INCREASING CONCERN HAS BEEN EXPRESSED RECENTLY WITHIN EUROPEAN LIAISON GROUP (ELG) OVER INADEQUATE PLANNING AND ASSUMPTIONS CONCERNING ROLE OF SAFEHAVENS AND LACK OF TRANSIT RIGHTS IN THE EVENT OF A GENERAL EMERGENCY IN W. EUROPE. THE ELG ACCORDINGLY RECOMMENDS THAT THE DEPARTMENT WEIGH INSTRUCTING CONFIDENTIAL

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EMBASSIES IN W. EUROPE TO APPROACH HOST GOVERNMENTS CONCERNING SAFEHAVENS AND TRANSIT RIGHTS IN A BID TO CLARIFY THE EXTENT TO WHICH E&E/NEO PLANS CAN RELY ON A ROLE FOR SAFEHAVENS. END OF SUMMARY.

2. DURING THE APRIL 25-26 CONFERENCE IN STUTTGART OF THE EUROPEAN LIAISON GROUP (ELG) THE CONCEPT OF "SAFEHAVEN" FOR

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NONCOMBATANTS AS A BASIS FOR E&E PLANNING WAS ONE OF THE TOPICS
THAT CAME UNDER DISCUSSION. TWO QUESTIONS WERE ADDRESSED:
(A) WHETHER "SAFEHAVEN" REMAINED A VALID CONCEPT IN MANY
SITUATIONS -- AS FOR EXAMPLE, AN ALTERNATIVE TO IMMEDIATE
EVACUATION TO THE CONTINENTAL US; AND IF SO, (B) WHAT CONSTITUTED
MEANINGFUL REFERENCE TO SAFEHAVEN.

3. POINT (A) IS ESPECIALLY RELEVANT TO THE SITUATION IN THE FRG,
WHEN NEO PLANNING, WITH WHICH E&E PLANS ARE CLOSELY MESHED,
FOCUSES LARGELY ON USING RETURN AIRLIFT CAPABILITY, SUPPLEMENTED
BY SOME SEALIFT CAPABILITY, TO EVACUATE NONCOMBATANTS DIRECTLY
BACK TO THE US. WHILE THIS IS THE IDEAL OBJECTIVE PLANS CAN GO
AWRY, AND SO IT WAS THE CONSENSUS OF THE PARTICIPANTS AT THE ELG
CONFERENCE THAT THERE SHOULD STILL BE DESIGNATION OF SAFEHAVENS EVEN
IF THEY WERE TO BE RESORTED TO IN AN E&E SITUATION ON A HIGHLY
CONTINGENT, "LAST RESORT" BASIS.

4. THE QUESTION THEN AROSE (POINT B) OF HOW MEANINGFUL LISTING OF
SAFEHAVENS IS IN E&E PLANS IF THE GOVERNMENT OF THE SAFEHAVEN
COUNTRY HAS NOT SIGNIFIED ITS READINESS TO RECEIVE AMERICAN
EVACUEES AND UNDER WHAT CONDITIONS. E&E PLANS OF MOST OF OUR
EUROPEAN POSTS LIST ONE OR MORE OTHER COUNTRIES AS SAFEHAVENS;
AMONG SUCH "SAFEHAVENS" ARE THE UK, IRELAND, FRANCE, BELGIUM,
SPAIN, GREECE, AND IRAN. YET SOME COUNTRY PLANS (E.G.,
PARIS, THE HAGUE) SUGGEST THAT HOST GOVERNMENT MIGHT NOT BE
AGREEABLE TO ITS TERRITORY BECOMING SAFEHAVEN FOR AMERICAN EVACUEES
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FROM ELSEWHERE. SIMILARLY, WE UNDERSTAND INFORMALLY THAT IN
AGREEING TO REFUELING STOPS FOR US AIRLIFT ON RETURN FLIGHTS FROM
FRG TO US, UK AUTHORITIES HAVE INSISTED THAT NO AMERICAN EVACUEES
BE DISEMBARKED ON BRITISH TERRITORY. THERE IS ALSO THE RELATED
PROBLEM OF OBTAINING ASSURANCES THAT AMERICAN EVACUEES WOULD BE
PERMITTED TO TRANSIT THE BORDER OR BORDERS CONCERNED. AND WE
BELIEVE THAT THE NATO "STAY PUT" POLICY SHOULD NOT BE AN OBSTACLE
TO REACHING THE DESIRED UNDERSTANDINGS COVERING SAFEHAVENS AND
TRANSIT, FOR ARTICLE 12 OF NATO DOCUMENT C-M (77) 52 WOULD
APPEAR TO PERMIT NATO MEMBERS TO REACH SUCH BILATERAL AGREEMENT
OR UNDERSTANDING.

5. THE E&E MANUAL ALSO PROVIDES THAT E&E PLANS OF "SAFEHAVEN"
POSTS SHOULD INCLUDE PLANNING OF ASSISTANCE TO EVACUEES FROM
OTHER AREAS. HERE TOO, IT IS QUESTIONABLE HOW MEANINGFUL SUCH
PLANNING CAN BE IN THE ABSENCE OF KNOWLEDGE THAT THE HOST GOVERNMENT
WILL IN FACT AGREE TO SERVE AS EVENTUAL SAFEHAVEN.

6. AN EVIDENT NEED THUS EXISTS TO PINPOINT WHICH COUNTRIES WOULD
IN EFFECT ACCEPT TO SERVE AS SAFEHAVEN. WITHOUT SUCH ADVANCE
ASSURANCES FROM THE EVENTUAL SAFEHAVEN COUNTRY OR COUNTRIES
CONCERNED, LISTING OF SAFEHAVENS HAS NO REAL MEANING AND THUS IS

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NOT A SOUND CONCEPT ON WHICH TO BASE E&E PLANNING. IT MAY BE, OF COURSE, THAT OVERRIDING POLITICAL REASONS CAN BE CITED TO JUSTIFY NOT BROACHING THE QUESTION OF SAFEHAVEN WITH THIS OR THAT GOVERNMENT OR AT A PARTICULAR TIME. BUT IF SO, THEN THERE IS REASON TO QUESTION SERIOUSLY WHETHER POSTS SHOULD LIST IN THEIR E&E PLANS AS SAFEHAVENS THOSE COUNTRIES THAT HAVE NOT AGREED TO SERVE AS SAFEHAVENS; AND WHETHER ELG -- AND THE WLG -- SHOULD APPROVE, OR LET STAND, THOSE PLANS LISTING SAFEHAVENS THAT ARE OF QUESTIONABLE STATUS. NOR DO WE THINK THAT E&E PLANS SHOULD BE PREMISED ON THE ASSUMPTION THAT, IN AN EVACUATION SITUATION, LAST-MINUTE APPROACHES CAN BE MADE TO POTENTIAL SAFEHAVEN COUNTRIES TO SECURE THEIR ACCEPTANCE OF AMERICAN EVACUEES. PERHAPS SUCH EFFORT WOULD BE SUCCESSFUL, BUT PERHAPS NOT.

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7. IN SOME SITUATIONS, SUCH AS EVACUATION OF A LIMITED NUMBER OF PERSONS FROM ONE OF THE SMALLER POSTS ELSEWHERE IN THE WORLD, LAST-MINUTE DESIGNATION OF A SAFEHAVEN BY THE DEPARTMENT (SECTION

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221.13 OF THE E&E MANUAL) MAY BE POSSIBLE AND FIT IN WITH EXISTING PLANS. HOWEVER, THE SHEER NUMBER INVOLVED IN ANY EMERGENCY EVACUATION OF NONCOMBATANTS FROM WESTERN EUROPE JUSTIFIES SERIOUS RESERVATIONS OVER THE WISDOM OF LETTING LAST-MINUTE DECISIONS BE A SUBSTITUTE FOR CAREFUL AND DETAILED CONTINGENCY PLANNING, DONE WELL IN ADVANCE.

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8. ACTION REQUESTED BY ELG: WASHINGTON IS REQUESTED TO WEIGH INSTRUCTING POSTS CONCERNED TO APPROACH HOST GOVERNMENT TO ASCERTAIN WHETHER AND UNDER WHAT CONDITIONS HOST GOVERNMENT WOULD AGREE TO PERMIT ITS TERRITORY TO BE USED AS SAFEHAVEN AND, IN THE EVENT SUCH ASSURANCE IS NOT RECEIVED (NOR NOT SOLICITED), WASHINGTON IS REQUESTED TO CONFIRM THAT THESE COUNTRIES CAN NO LONGER BE LISTED AS SAFEHAVENS AND COUNTRY E&E PLANS SHOULD BE AMENDED ACCORDINGLY.MILLER

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Subject: E&E PLANNING: SAFEHAVENS
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